

# BALANCING [EQPB] ACT:

## HERITAGE PRESERVATION, REGULATIONS AND THEIR IMPACT ON THE FUTURE OF SMALL TOWNS

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**BUSINESS SCHOOL**



### Rationale

In the wake of the Canterbury earthquakes, one of the biggest threats to our heritage buildings is the risk of earthquakes and the associated drive to strengthen or demolish buildings. Can Small Town NZ balance the requirements of the EQPB legislation and economic realities of their places?

The government's priority is on safety of building occupants and citizens in the streets. However, maintaining and strengthening privately-owned heritage buildings is often cost prohibitive. Hence, heritage regulation has frequently been perceived as interfering with private property rights, especially when heritage buildings occupy a special place in the community becoming an important place for people (i.e. public benefits are larger than private).

We investigate several case studies where building owners have been given "green light" to demolish heritage listed buildings to make way for modern developments. In two of the case studies developers provided evidence of economically prohibitive strengthening costs.

A new trend that is emerging in these cases is a voluntary offer of contributing to an incentive fund to assist with heritage preservation of other buildings. This is a unique example where private owners offer incentives (via council controlled organisations) instead of it being mostly the domain of the central or local governments.

### Invercargill's Built Heritage

Invercargill has a rich history with **73** sites listed on NZ Heritage Places List

The **RMA 1991** is the key legislation that provides protection to heritage buildings

In 1997, Heritage Review Report assessed **900** buildings and identified **162** to have heritage significance (J B Gray) Report forms the basis of the City Centre Heritage Precinct

Heritage buildings from the report incorporated into the 2005 District Plan

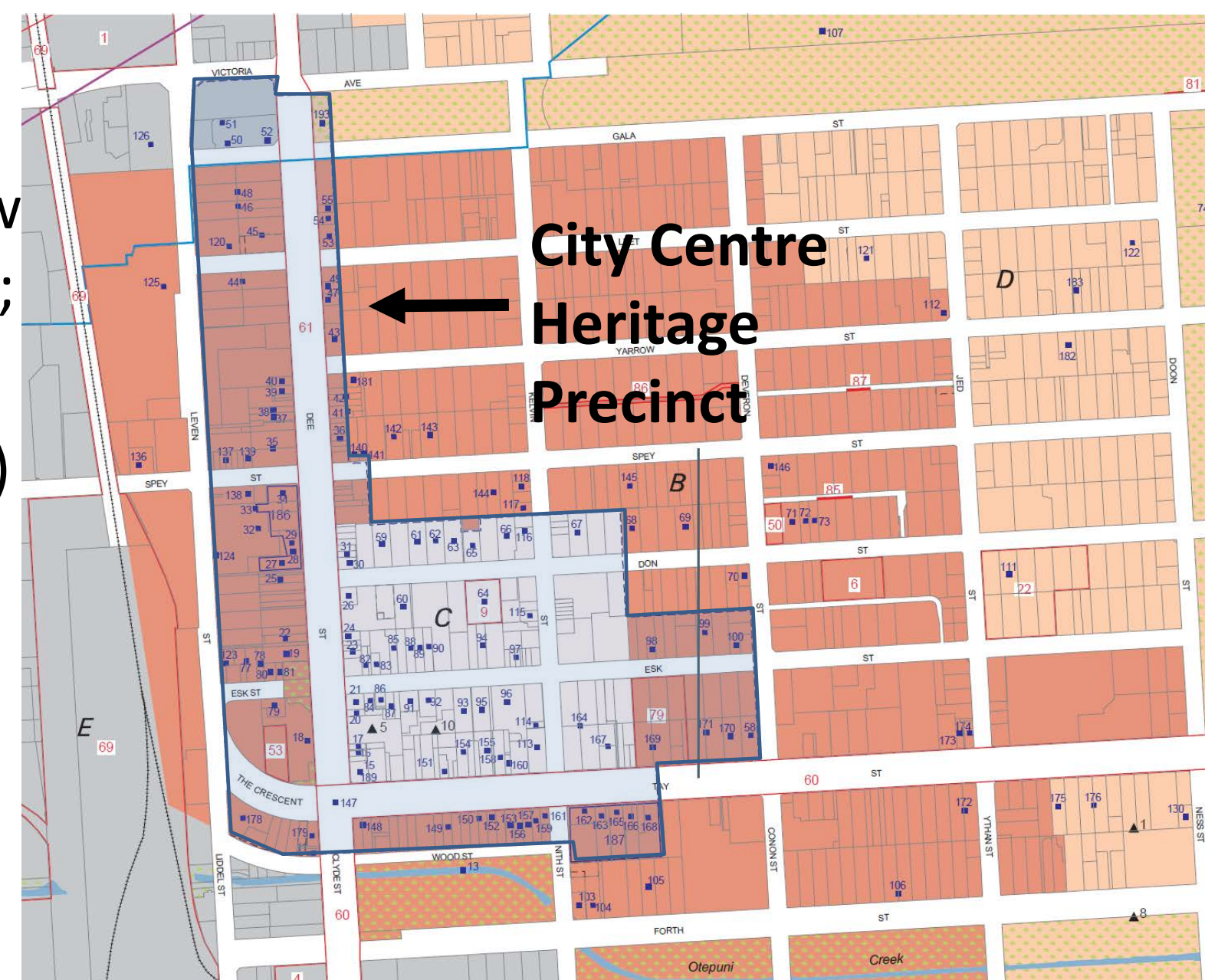
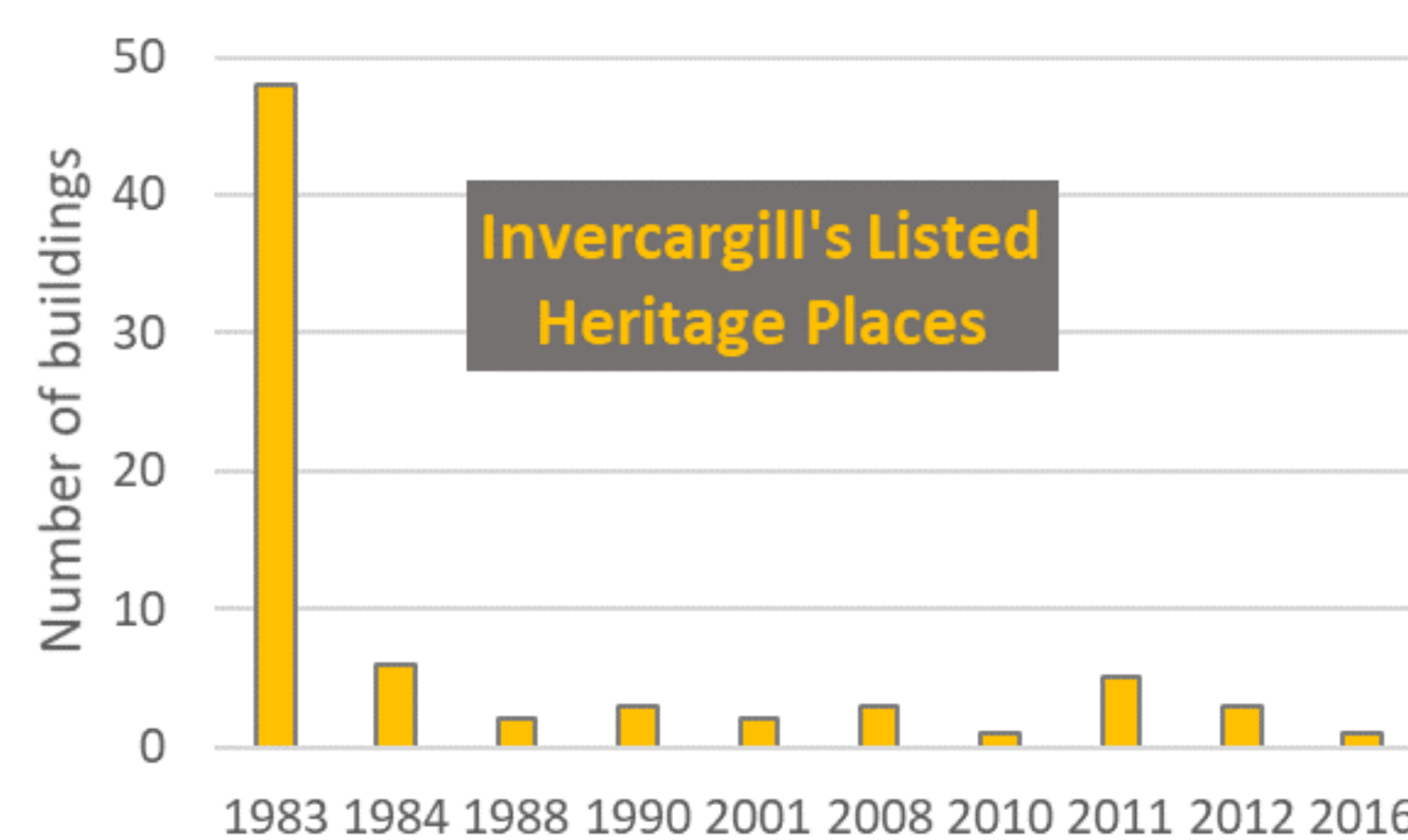
District plan contains policies for protection, maintenance and preservation of heritage

In 2016, the Council (ICC) engaged Origin consultants to review Central City Area heritage buildings (**169** buildings re-assessed; **26** buildings were recommended for removal)

Since then ICC developed **City Centre Heritage Strategy** (2019)

ICC is investing **\$1.2M** over the next **four** years to enhance city centre heritage and offer incentives to building owners

ICC is coordinating a multiple building application to **Heritage EQUIP** for Professional Advice and Upgrade Works grants and employed a **Heritage Liaison** to help owners address requirements for earthquake strengthening



### Invercargill Priority Heritage

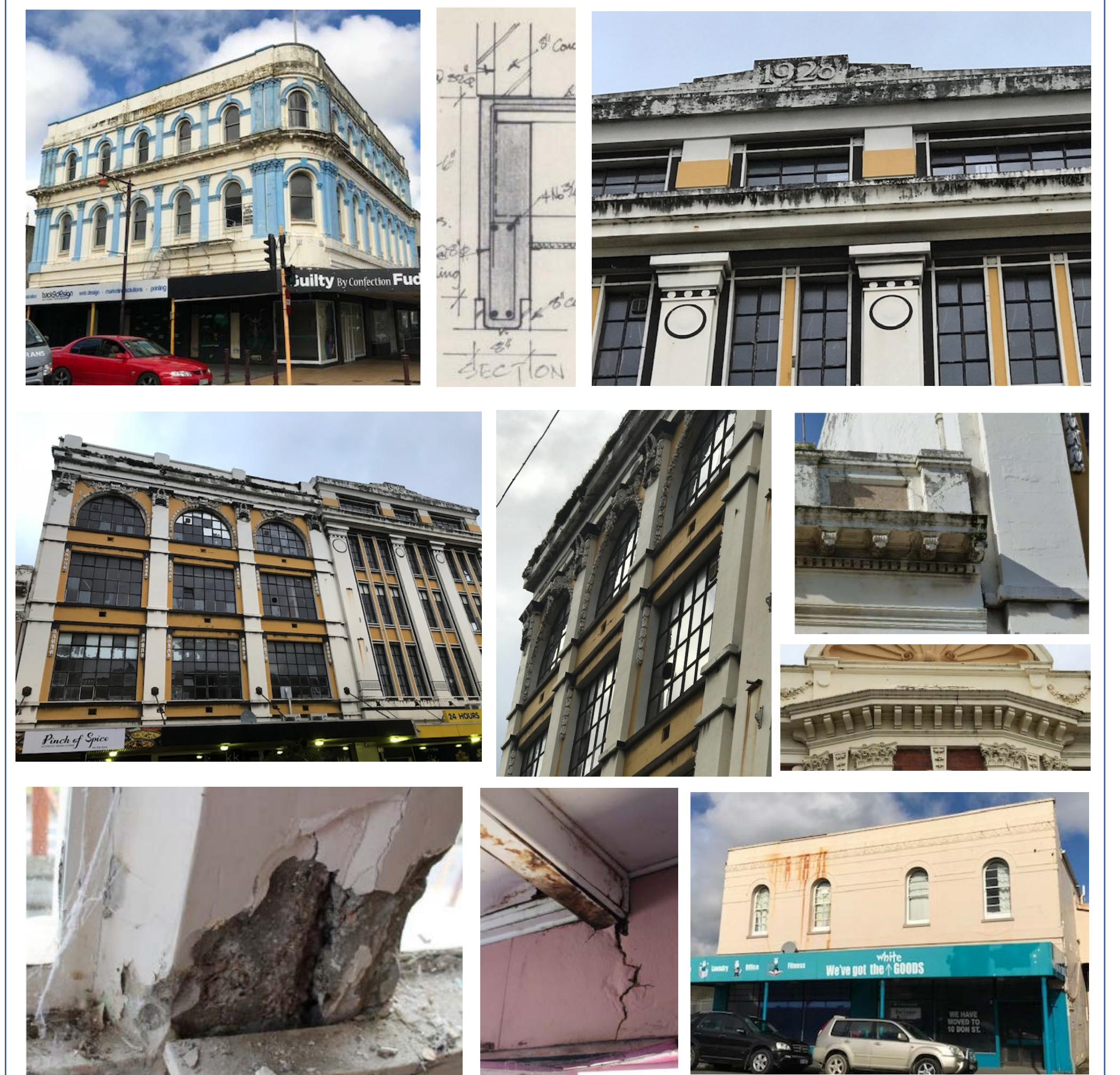
An online survey for the public (600 responses) and a series of presentations/workshops for building owners and members of the public took place in March 2018

A number of priority heritage buildings were identified:



Invercargill has had a turbulent economic history evident in the multiple architectural styles still found in the city

Steady decline in recent times diminished the value of the remaining heritage building stock, with many locals drawing upon the area's natural environment when defining their sense of place rather than cultural heritage



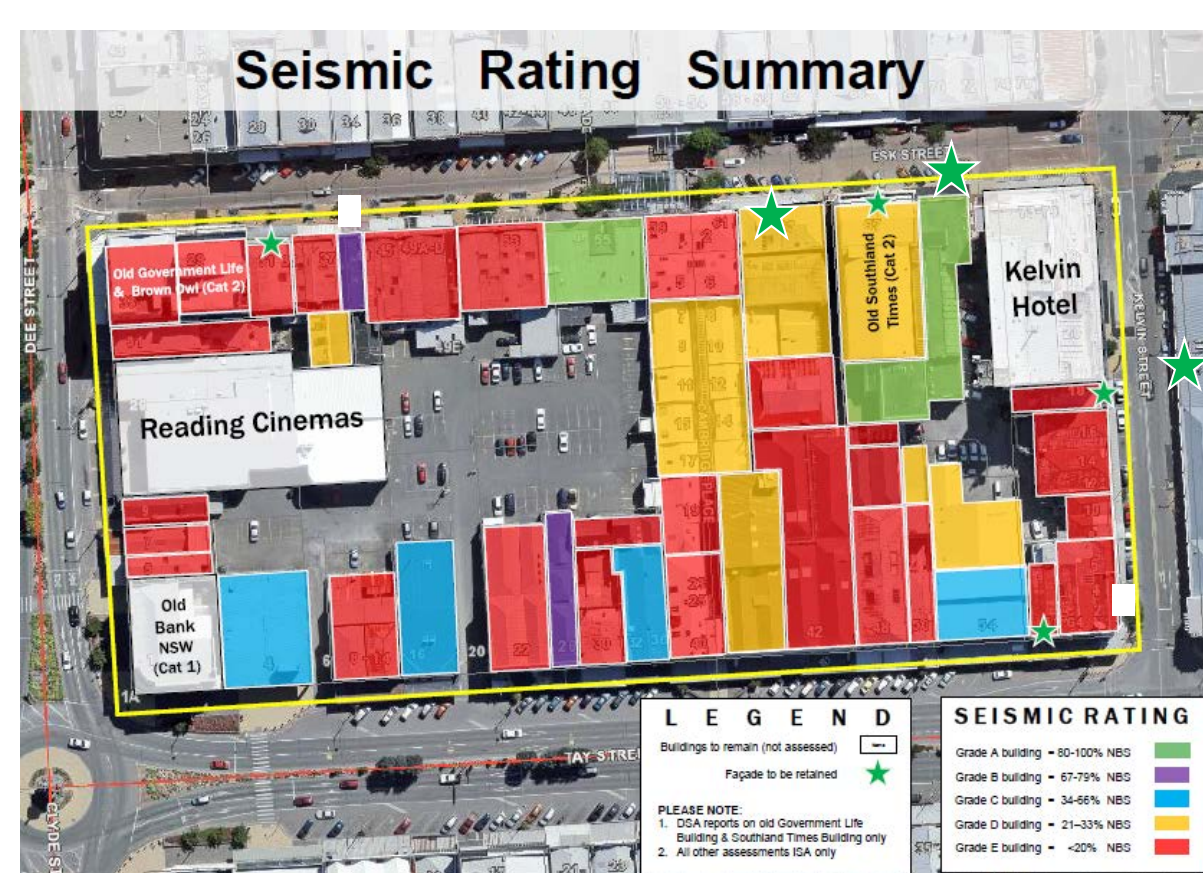
### City Centre Redevelopment

#### HWCP Redevelopment

Resource Consent **granted** on 4 June 2019:

**One** Cat1 building to be retained; **Three** façades retained; Complete demolition of **16** bldgs; Project cost is estimated \$200M

Cost of façade retainment and strengthening to 67% for Cat2 Southland Times Bldg ~\$2.5M \$20K p.a. fund to maintain vibrancy of the city centre during redevelopment



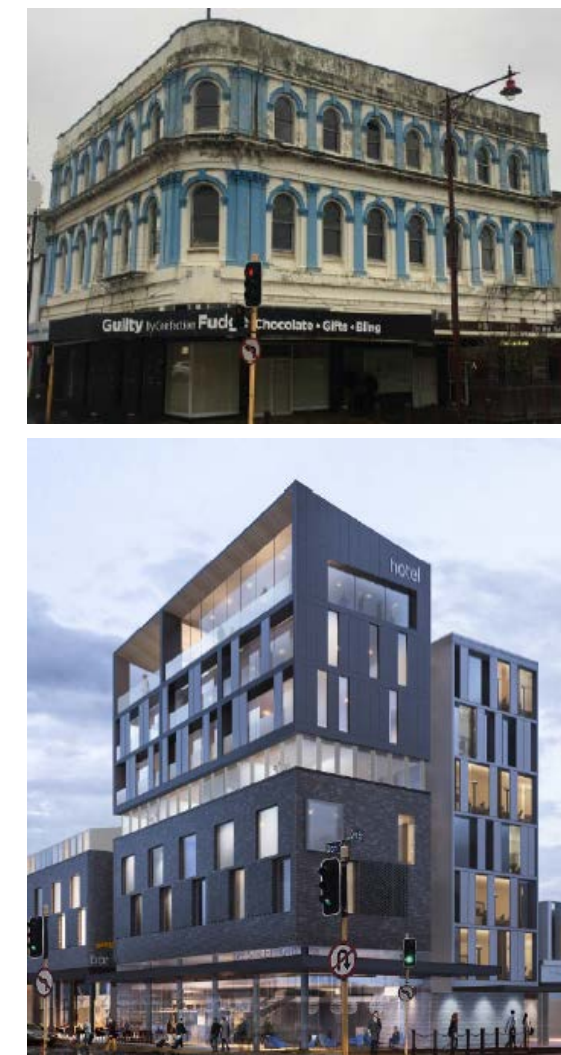
#### Invercargill Licensing Trust (ILT) Hotel

Resource Consent **granted** on 12 December 2018:

**Demolish** Class 2 heritage building and **redevelop** the site for a hotel;

*"... lost heritage will be replaced by a facility that is bold and will be an architectural lodestar - it will be a contemporary marker of the confidence"*

Cost of strengthening to 67% ~\$4.6M Provision of a financial contribution of \$50K to establish a Council managed Heritage Fund



### Challenges and Opportunities

#### Challenges:

- Earthquake-Prone Building Legislation
- Economics of adaptive re-use
- Balancing the need to conserve heritage and the need for redevelopment
- Lack of incentives to retain heritage buildings
- Loss by neglect (due to poor maintenance)
- Potential for unsympathetic development

#### Opportunities:

- Establish dialogue b/w the council, property owners, heritage organizations and the community to embrace and preserve heritage for current and future generations

### References

**ICC (Invercargill City Council). (2019).** Invercargill City Centre Heritage Strategy. Available at: <https://icc.govt.nz/wp-content/uploads/2019/03/2019-City-Centre-Heritage-Strategy-Final-Compressed.pdf>

**ICC. (2019)** Decision of Commissioners on HWCP Application. Available at: <https://icc.govt.nz/wp-content/uploads/2019/06/2019-06-04-Decision-of-Commissioners-on-HWCP-Application.pdf>

**ICC. (2018)** Decision of Commissioner on ILT Application. Available at: <https://icc.govt.nz/wp-content/uploads/2018/12/ILT-Decision-with-Errata-of-Commissioner-J-Maassen-.pdf>